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UNITED NATIONS POPULATION FUND
PROPOSED PROJECT AND PROGRAMMES

Recommendation by the Executive Director
Assistance to the Government of Cambodia
Support to the National Population Census of Cambodia

Proposed UNFPA assistance:	$1,382,500, of which $1,132,500 would be programmed from UNFPA regular resources, and $250,000 would be provided by UNDP
Estimated value of Government's proposed contribution:	120 million riels (approx. $48,000)
Duration:	2 years: 1995-1996 (Phase I)
Estimated starting date:	March 1995
Executing agency:	Government of Cambodia UNFPA Department for Economic and Social Information and Policy Analysis (DESIPA)
Government coordinating agency:	National Institute of Statistics, Ministry of Planning

Cambodia

Demographic facts

Population (000)		Average annual change (000)	
Total	10,251	Population increase	277
Males	4,938	Births	408
Females	5,312	Deaths	132
Sex ratio (/100 females)	93.0	Net migration	1
Urban	2,123	Annual population total (% growth)	2.54
Rural	8,128	Urban	5.61
Per cent urban	24.1	Rural	1.65
Population in year 2000 (000)	11,637	Crude birth rate (/1000)	37.3
Functional age groups (%)		Crude death rate (/1000)	12.1
Young child: 0-4	17.6	Net migration rate (/1000)	0.2
Child: 5-14	27.3	Total fertility rate (/woman)	4.86
Youth: 15-24	16.5	Contraceptive prevalence rate (% 15-44)	..
Elderly: 60+	4.2	Gross reproduction rate (/woman)	2.37
65+	2.6	Net reproduction rate (/woman)	1.88
Percentage of women aged 15-49	47.0	Infant mortality rate (/1000)	102
Median age (years)	18.0	Maternal mortality rate (/100,000)	..
Dependency ratios: total	90.7	Life expectancy at birth (years)	
(/100) Aged 0-14	85.7	Males	52.8
Aged 65+	5.0	Females	55.4
Agricultural population density (/hectare of arable land)	1.8	Both sexes	54.1
Population density (/sq. km.)	57	GNP per capita (U.S. dollars, 1992)	..

Sources: Population density on arable land is derived from The State of Food and Agriculture 1991 issued by the Food and Agriculture Organization of the United Nations; gross national product per capita: World Bank, World Development Report 1994. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1995; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of Economic and Social Information and Policy Analysis of the United Nations, World Population Prospects: The 1994 Revision. Figures for urban-rural average annual change are from World Urbanization Prospects: The 1994 Revision and are five-year averages for 1990-1995. Figures for maternal mortality are for 1980-1990; figures for contraceptive prevalence rates are for currently married women aged 15-44. Both are from table 5 of World's Women: Trends and Statistics, 1970-1990, New York, United Nations, 1991 (ST/ESA/STAT/SER.K.8). Two dots (..) indicate that data are not available.

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I. SUMMARY

1. After 30 years of war and internal turmoil, Cambodia began the road to recovery in 1993 with a democratically elected government and an ambitious programme for rehabilitation and reconstruction. International assistance is needed to help restore the country's infrastructure and to help provide basic services, including education and professional training. A major need is for demographic data to help the Government's ministries and international donor agencies in their planning efforts. The last census was performed in 1962. The proposed project would assist the Government of Cambodia in preparing for the conduct of a national census in 1998 by developing national capabilities and infrastructure for a census. It would also help conduct a national demographic survey in 1996 as an important interim step.

2. The proposed project was formulated following a request by the Government of Cambodia to UNFPA to field a mission to the country in 1993. The proposal has been revised several times and was signed by the Cambodian Minister of Planning in November 1994, was approved by UNFPA's Project Review Committee in the same month, and initial operations begin in March 1995. The Minister of Planning has restructured the former Department of Statistics into a National Institute of Statistics (NIS), which will take charge of the proposed census.

3. The proposed project would focus on capacity building by recruiting and training staff and by equipping the NIS with the necessary data-processing equipment. It would culminate with the undertaking of a national demographic survey in 1996. The proposed budget is $1,382,500, of which $1,132,500 would be allocated from UNFPA's regular resources, and $250,000 would be provided by UNDP. A detailed census plan would be prepared, including a budget for a second phase. This second phase is currently estimated to cost $2.65 million, but this is subject to change, and no allocations are being requested at this time for Phase II. If the anticipated results are achieved during Phase I, Phase II will be submitted for Executive Board approval in 1997.

4. The long-term objective of the proposed project is to develop the necessary capacity within Cambodia to produce a continuous series of reliable and timely demographic data by conducting populations censuses and demographic surveys and by analysing and disseminating the results.

II. BACKGROUND

5. According to United Nations estimate, the total population of Cambodia is 10.2 million, growing at the rate of 2.5 per cent a year. Because of the toll of years of warfare, 50 per cent of the population is under the age of 15 and there is a preponderance of females in the adult age groups. Infant mortality is estimated at 120 per 1,000 live births, and maternal mortality may reach as high as 900 deaths per 100,000 live births. However, all of these statistics should be viewed as general indicators only since there is a dearth of reliable, up-to-date demographic data of any kind.

6. The last census in Cambodia was conducted in 1962, but it produced few results and was not very reliable. A population survey was carried out in 1980, but it only covered certain parts of the country, and the data produced were restricted to internal government use. As Cambodia now turns

its attention to economic and social development, politicians, planners and administrators have become acutely aware of the lack of up-to-date and accurate statistics. There is a clear need to measure the size and distribution of the population. Large movements of people and the high mortality rates caused by war and dislocation as well as the continuing high levels of fertility mean that current population estimates are unreliable.

7. The responsibility for collecting official statistics lies with the National Institute of Statistics within the Ministry of Planning, the statistical units and sections within the planning bureaux of other ministries and departments, and smaller offices in the provincial and district governments. There is a relatively large number of staff employed in these various functions, but their lack of training and experience in collecting and evaluating demographic data renders much of their efforts ineffective. At present, the NIS is ill equipped to respond to the demand for demographic data or to conduct the national census.

III. THE PROPOSED PROJECT

8. The proposed project aims to develop the national capability for producing reliable demographic data and to assist the Government in conducting a national population census. The project has been formulated in two phases. Phase I (1995-1996) is designed to meet the immediate needs of establishing a Census Project Office within the NIS and of developing national capacity to produce population data that can be used by all departments and levels of Government in policy formulation, development planning and administration. Phase II (1997-1999) would focus on the actual conduct of the census. The specific provisions of Phase II will be formulated in 1996 based on the final evaluation of Phase I, as well as on the national capacity to proceed with a full census and on the social and political situation of the country at that time.

9. In order to develop national capacity to generate demographic data and to prepare for the population census in 1998, Phase I has the following specific goals: (a) to recruit and train key personnel for the proposed Census Project Office by the end of 1995; (b) to establish a data-processing centre to train a core staff in computer techniques and the use of statistical software; (c) to conduct a national demographic survey by the end of 1996; and (d) to prepare detailed census plans and finalize a proposal for Phase II.

10. To undertake the national population census successfully, the NIS will require a pool of trained professionals. The Government's plan for establishing a Census Project Office within the NIS call for an increase in the present staff by the addition of 60-70 new staff members, some of whom would be redeployed from other bureaux. UNFPA would assist the Government in providing orientation and training programmes to integrate this new staff into the Census Project Office and to enhance their technical expertise. UNFPA assistance would also be used to provide two international advisers (a chief technical adviser and a data-processing adviser) in the Census Project Office; recruit three United Nations Volunteers to assist in the technical aspects of the project (a cartographer, a data-processing assistant, and a statistician); fund training programmes and study tours abroad and fellowships in specialized areas; and conduct formal and informal training using consultants and UNFPA Country Support Team advisers sent to Cambodia on short missions as well

as the international staff recruited under project. The Government also plans to establish four regional statistical offices outside of the capital in order to strengthen capabilities at the provincial, district and communal levels. The Fund would assist by providing in-country training for the national staff of these offices in the use of computers and in the foreign languages (French or English) needed to use computer documentation.

11. UNFPA would also help to provide the Census Project Office with modern office equipment and communications systems. Electronic data-processing equipment would be purchased and installed in both the central and regional offices. The Fund would supply vehicles to facilitate transport and communications within Phnom Penh and between Phnom Penh and the provinces.

12. As a result of these activities, the NIS will be able to enlist and train enumerators, supervisors and data-entry and data-processing technicians in each of the four regional statistical offices and will have the capacity in the central office to print questionnaires, make logistical arrangements, establish a cartographic database and carry out the data processing and primary data analysis needed to conduct a large-scale survey.

13. Practical experience in all of these areas will be gained by carrying out the demographic survey planned for 1996. This survey will meet a number of important objectives simultaneously. Foremost, it will serve as a pre-test for the census itself, providing an opportunity to test draft instruments, procedures and methodologies and to address any questions or problems that may arise in this pre-test phase. It will also obtain much-needed baseline data for guiding national planning efforts and for evaluating progress in key development programmes as well as for organizing the census itself.

14. The Government plans to set up a high-level National Census Advisory Committee to provide policy guidelines for conducting a national census and to ensure the cooperation of all concerned government bodies. It will be headed by the Minister of Planning and include representatives from all concerned ministries. The Director of the NIS will act as executive secretary. In addition, the NIS will set up a Census Technical Committee to handle the technical and operational aspects of both the demographic survey and the population census. Working with these two bodies, and taking into account the results of the demographic survey, the two international advisers supported by UNFPA would assist the Government in drawing up a detailed census plan.

15. During 1995, a census plan would be prepared that would detail the means of completing all the essential preparatory activities of the census; conducting the national population census itself in 1998; and analysing, evaluating and disseminating the results. As stated, the plan for carrying out the census would be presented to the Executive Board for approval in 1997.

16. All activities under the proposed project, as in all UNFPA-assisted activities, would be undertaken in accordance with the principles and objectives of the Programme of Action of the International Conference on Population and Development (ICPD) which was endorsed by the General Assembly through its resolution 49/128; that is, that human beings are at the centre of

concerns for sustainable development (principle 2 of the Programme of Action); that population-related goals and policies are integral parts of cultural, economic and social development, the principal aim of which is to improve the quality of the life of all people (principle 5); that advancing gender equality and equity and the empowerment of women, and the elimination of all kinds of violence against women, and ensuring women's ability to control their own fertility, are cornerstones of population and development-related programmes (principle 4); that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (principle 8); that reproductive health-care programmes should provide the widest range of services without any form of coercion (principle 8); and that the principle of informed free choice is essential to the long-term success of family-planning programmes; that any form of coercion has no part to play; that governmental goals for family planning should be defined in terms of unmet needs for information and services; and that demographic goals, while legitimately the subject of government development strategies, should not be imposed on family-planning providers in the form of targets or quotas for the recruitment of clients (chap. VII, para. 12 of the Programme of Action).

Related activities

17. The proposed project would be closely coordinated with the statistical component of the Macroeconomic and Training Project being funded jointly by UNDP and the Asian Development Bank. This project is currently being implemented and has been extended to the end of 1996. It is also involved in strengthening the national capacity in statistics, including conducting a survey of national socio-economic indicators in 1994. Since both this project and the proposed census project would be implemented by the NIS, close collaboration between the two projects would be maintained to ensure that the resources of the NIS are not overstretched. The proposed UNFPA project would also be closely coordinated with a UNDP project designed to start in 1995 that will collect baseline data on social indicators for use in evaluating development efforts.

Project monitoring, evaluation and management

18. Monitoring and evaluation activities would have a prominent role in the proposed project since the project is complex and the ability to proceed to Phase II will depend on the successful outcome of Phase I. The National Census Advisory Committee and the Census Technical Committee would ensure that all activities are carried out in accordance with the project work plan. Many of the statistical operations will be self-monitoring in the sense that progress to the next step will only be possible on the successful completion of preceding ones. Most important of all will be the monitoring of field activities. An elaborate system of control will be tested and refined for monitoring these activities because the quality of the proposed demographic survey depends on the effectiveness of the enumeration. Accurate maps and complete household listings will provide the main elements for field control. A more formal evaluation system to assess the quality of content and coverage will also be conducted to help ensure high performance.

19. The proposed project would be subject to the monitoring requirements in accordance with standard UNFPA guidelines. Accordingly, annual progress reports would be produced, and tripartite

reviews would be conducted annually. Further, frequent visits by experts in various fields of competence would provide a regular means of verifying that activities have been carried out effectively.

Financial summary

20. UNFPA would provide assistance in the amount of $1,382,500 over the two-year period 1995-1996, of which $1,132,500 would be programmed from UNFPA regular resources, and $250,000 would be provided by UNDP. The following table depicts how the project components would accommodate these two levels of funding.

	UNFPA regular resources $	Other resources $	Total $
Personnel	610,500	250,000	860,500
Training	196,000	-	196,000
Equipment	279,000	-	279,000
Miscellaneous	47,000	-	47,000
Total	1,132,500	250,000	1,382,500

IV. RECOMMENDATION

21. The Executive Director recommends that the Executive Board approve the project for Cambodia as presented, subject to the availability of resources, and authorize the Executive Director to make the necessary arrangements for its management, funding and execution.

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